

ANNEX 11
ESF-11 - FOOD SERVICES

PRIMARY: South Carolina Department of Social Services

SUPPORT: State Department of Education; SC Department of Agriculture; American Red Cross; Salvation Army; South Carolina Food Bank Association

I. INTRODUCTION

- A. An emergency or disaster may deprive substantial numbers of people of access to food or the means to prepare food. In addition commercial food supplies and distribution networks may be substantially disrupted due to partial or total devastation of food products stored in the affected area.
- B. There also may be disruption of energy sources (e.g., electricity and gas) causing most commercial cold storage and freezer facilities to be inoperable in the affected areas.
- C. On the fringes of the affected areas, schools and small institutions with food inventories could be used to begin the feeding of disaster victims.
- D. An effective feeding operation must be immediately initiated, to include obtaining appropriate U.S. Department of Agriculture (USDA) food supplies, arranging for transportation of those food supplies to designated staging areas within the disaster area, and requesting the Disaster Supplemental Nutrition Assistance Program (D-SNAP) as required.

II. PURPOSE

- A. Coordinate and identify food requirements in disaster affected areas.
- B. Procure and distribute food products to include USDA food to organizations engaged in mass feeding operations and/or staging areas within the affected areas.
- C. Ensure the safety and security of the food supply (commercial and USDA Foods).

III. CONCEPT OF OPERATIONS

- A. DSS is the lead agency for ESF-11 and is responsible for coordinating ESF-11 administrative, management, planning, training, preparedness, mitigation, response and recovery activities to include developing, coordinating and maintaining ESF-11 Standard Operating Procedures.
- B. ESF-11 supporting agencies will assist DSS in the planning and execution of the above.
- C. ESF-11 will coordinate with all supporting agencies and other appropriate departments/agencies and organizations to ensure operational readiness.

- D. Each ESF-11 support agency/organization will operate under their mandated Federal, State, or organizational regulations, and their parent organizations will maintain complete administrative and financial control over their activities.
- E. ESF-11 will operate under and in accordance with existing USDA authorities and regulations as well as the requirements of supporting agencies and the Stafford Act, to provide disaster food supplies to designated disaster staging areas and/or authorize the issuance of disaster food stamps.
- F. ESF-11 will obtain from ESF-6 the number of people that may be impacted to assess the anticipated demand. Warehouse inventories will be tabulated and, if additional food supplies are needed, ESF-11 will obtain and coordinate the transportation of such supplies to food distribution or congregate meal sites or designated staging areas.
- G. ESF-11 will gather information from food services member agencies and organizations concerning their operational response, USDA food supplies, and USDA food requirements, location of established staging areas and feeding sites, and any problems.
- H. The Department of Agriculture (SCDOA) will assist in locating potential food resources for disaster feeding and will coordinate food safety activities as necessary.
- I. Menus.
 - 1. Volunteer organizations conducting food preparation will determine menus with full consideration of special population dietary needs.
 - 2. Volunteer agencies will determine and adjust menus based on food quantities and needs.
 - 3. Menus may be built around available USDA foods.
 - 4. Other mass care organizations with food resources will supplement the food supply.
- J. Requisitioning of USDA Foods.
 - 1. The SCDOE and SCDSS will manage the requisitioning of USDA food under the particular programs they administer.
 - 2. USDA will secure and deliver food supplies suitable for either household distribution or congregate meal service as appropriate.
 - 3. The Department of Social Services (SCDSS) and Department of Education (SCDOE) will coordinate transportation and distribution of USDA food supplies to the affected areas.

4. Priority will be given to transportation of critical supplies of USDA food into areas of acute need.
- K. In coordination with and in support of the Counties, ESF-11 will assess the situation (both pre- and post-event), and in coordination with local Emergency Management officials, develop strategies to respond to the emergency.
- L. ESF-11 staff will assess the effectiveness of the food distribution network and oversee the inventory of food resources procured by this ESF.
- M. ESF-11 staff will coordinate with County officials and ESF-6 to ensure timely deliveries of food.
- N. The SEOC will be the point of contact for all requests for USDA food.
- O. SCDOA will receive and evaluate potential food safety alerts and will coordinate appropriate preparedness and response or recovery activities. SCDOA will initiate embargo authority as needed to control products suspected to be adulterated or otherwise unsuitable for consumption.
- P. Food Banks.
 1. Harvest Hope Food Bank serves as the lead agency for the South Carolina Food Bank Association (SCFBA).
 2. The SCFBA will acquire, package and distribute non-USDA food products to affected households within the disaster area.
 3. USDA food supplies being stored in SCFBA warehouses cannot be used for household distribution without prior approval from the USDA Food and Nutrition Service Southeastern Regional office and DSS.
 4. Donated food acquired as a result of ESF-18 (Donated Goods and Volunteer Services) activities may be used for this purpose if allowable.
- Q. ESF-11 will coordinate with Federal ESF-11 to obtain Federal assistance when required. ESF-17 (Animal/Agriculture Emergency Response) will coordinate with Federal ESF-11 for issues involving animal and plant disease/pest response.

IV. ESF ACTIONS

- A. Preparedness
 1. Maintain an accurate roster of personnel assigned to perform ESF-11 duties during a disaster.
 2. Identify and schedule disaster response training for ESF-11 personnel.

3. Maintain current food resource directories to include maintaining points of contact.
4. Identify likely transportation needs and coordinate with ESF-1 (Transportation).
5. Participate in State exercises and conduct, at least annually, an ESF-11 exercise to validate this Annex and supporting SOPs.
6. Ensure ESF-11 integrate the principles of the National Incident Management System (NIMS) and the Incident Command System (ICS) into all ESF-11 planning and response operations.
7. Ensure procedures are in place to document costs for any potential reimbursement.
8. Support the Emergency Management Assistance Compact (EMAC) by ensuring ESF personnel are trained on EMAC responsibilities, by pre-identifying assets, needs and resources that may be allocated to support other States, and by maintaining related information in WebEOC.
9. Provide ESF-11 representation on the Recovery Task Force.

B. Response

1. Inventory food supplies and determine availability of food within the disaster area.
2. Coordinate with ESF-6 (Mass Care) to identify the number of people in shelters and others in need of food.
3. Coordinate with ESF-6 (Mass Care) to identify the locations of all congregate feeding and distribution sites.
4. Coordinate with ESF-7 (Administration and Finance) and ESF-18 (Donated Goods and Volunteer Services) to acquire food, equipment, and supplies required to support food service operations. Acquisitions include, but are not limited to, donated food, purchase of additional food, and refrigerated trailers.
5. Coordinate with ESF-7 (Administration and Finance) for transportation of food supplies into the disaster area as needed.
6. Assess warehouse space and needs for staging areas.
7. Coordinate flow of request and delivery of food into disaster area to ensure daily requirements are met.

8. Coordinate with ESF-6 (Mass Care) to assess the need and feasibility of implementing the Disaster Supplemental Nutrition Assistance Program (DSNAP).
9. In coordination with ESF-6 (Mass Care), monitor the number of mass care feeding sites providing food to disaster victims.
10. Establish communications with Federal ESF-11 to coordinate food service assets beyond state capability.
11. Coordinate with Clemson University and the Department of Health and Environmental Control (DHEC) to evaluate potential food safety threats.
12. Identify and provide a liaison officer for each EMAC request, to facilitate arrival and onward movement of EMAC support at appropriate staging area.

C. Recovery

1. Continue to monitor food requirements.
2. Support the implementation of the Disaster Supplemental Nutrition Assistance Program (DSNAP).
3. In coordination with ESF-6 (Mass Care), assess special food concerns of impacted residents.
4. Establish logistical links with local organizations involved in long-term congregate meal services.
5. Anticipate and plan for arrival of, and coordination with, FEMA ESF-11 personnel in the SEOC and the Joint Field Office (JFO).
6. Ensure ESF-11 team members or their agencies maintain appropriate records of costs incurred during the event.
7. Support long-term recovery priorities as identified by the Long-Term Recovery Committee and Recovery Task Force.

D. Mitigation

1. Support and plan for mitigation measures including monitoring and updating mitigation actions in the State Hazard Mitigation Plan.
2. Review, evaluate and comment on proposed State Hazard Mitigation Plan amendments, upon initiation and within review period.
3. Support requests and directives from the Governor and/or FEMA concerning mitigation and/or re-development activities.

4. Document matters that may be needed for inclusion in agency or State/Federal briefings, situation reports and action plans.

V. RESPONSIBILITIES

A. General. State lead and support agencies for ESF-11 will:

1. Train personnel on EMAC procedures to include; identifying agency resources to sustain emergency operations, pre-scripting anticipated needs on specific EMAC messages, and listing agency resources available for interstate and intrastate mutual aid missions.
2. Ensure ESF-11 personnel are train on the principles of the National Incident Management System (NIMS) and the Incident Command System (ICS) and integrate those principles into all ESF-11 planning and response operations.
3. Ensure ESF-11 personnel are familiar with the National Response Framework and the corresponding annex with Federal ESF counterpart concepts, actions and responsibilities. This familiarization will include but not be limited to the structure, functions and responsibilities of the Incident Management Assistance Teams (IMAT), and the Joint Field Office (JFO).
4. Identify, train, assign and provide personnel to staff ESF-11 in the SEOC.

B. Department of Social Services

1. Preparedness

- a. Develops operating procedures to implement the DSS Food Service functions of ESF-11, including an alerting list of DSS and Department of Education emergency food services responders.
- b. Assesses the stock levels of USDA food (commodities) administered by DSS and the availability of storage space, handling equipment, and support personnel.
- c. Participates in exercises to test operating procedures.
- d. DSS will coordinate meetings as necessary in which member agencies and organizations will discuss their operational response and resolve problems to ensure coverage of the critical food needs of the affected population, and to prevent duplication of effort.

2. Response

- a. Notify all ESF-11 supporting agencies upon activation.

- b. Coordinate with the food services member agencies and organizations in their assessment of the critical food needs of the affected population and compiles reports for SEOC Operations as needed.
- c. Assesses USDA food stocks (commodities) administered by DSS. Coordinates with the food services member agencies and organizations in their assessment of USDA food stocks which they administer. This includes handling equipment, storage, transportation, and distribution facilities.
- d. In response to requests for USDA food, arranges shipment of USDA food (commodities) administered by DSS.
- e. Coordinates with other food services member agencies and organizations in their shipment of USDA food to designated staging areas or distribution points.

3. Recovery

- a. Coordinates the phase-down of USDA food distribution to staging areas.
- b. Coordinates with USDA food distribution agencies and with agencies and organizations involved in feeding, to collect reports and records of USDA food usage, man-hours, and associated expenditures.
- c. Coordinate Disaster Supplemental Nutrition Assistance Program (D-SNAP).

C. Department of Education

1. Preparedness

- a. Assesses the stock levels of USDA food administered by the SCDOE and the availability of storage space, handling equipment, and support personnel.
- b. Coordinates with contracted commercial distributors.
- c. Assists County School District Food Services Supervisors by disseminating information and providing guidance in their development of emergency response operational procedures.

2. Response

- a. Coordinates with affected school districts in their assessment of USDA food requirements and the condition of the school districts' food preparation facilities.
- b. Assists DSS in coordinating with other food service agencies and organizations to gather information concerning their food requirements and food preparation facilities and to respond to requests for USDA food.
- c. Assesses USDA food stocks administered by SCDOE and distribution facilities.
- d. Maintains logistical links with school districts involved in feeding shelter population, and in providing USDA food to established feeding sites.
- e. Arranges shipment of USDA food to such school districts as required and assists in problem resolution when requested.
- f. Coordinate the availability of transportation for USDA food administered by SCDOE.

3. Recovery

- a. Initiates a phase-down of USDA food distribution as feeding operations decrease.
- b. Coordinates with affected school districts to collect and record USDA food (administered by SDE) usage and distribution, man-hours, and associated expenditures.

D. Department of Agriculture

1. Preparedness

- a. Develops plans and SOPs for deployment of SCDA personnel and resources in an emergency.
- b. Participates in exercises to train department personnel in emergency operations and procedures.

2. Response

- a. Coordinates response of Clemson University Cooperative Extension Service in deploying extension personnel as needed.

- b. Provides assistance in locating potential food resources suitable for disaster response activities.
 - c. Provide food safety and security response support.
 - d. Provides inspection and coordination for embargo authority where necessary to prevent use of food supplies which are damaged or suspected of being unsuitable for use.
3. Recovery
- a. Coordinates recovery assistance efforts, which engage SCDA field inspectors.
 - b. Supervises salvage or other disposition of food and feeds, which may have been damaged or compromised in an emergency event.

E. American Red Cross

- 1. Assists in identifying and assessing requirements for food on a two-phase basis:
 - Critical emergency needs immediately after the disaster
 - Long-term sustained needs after the emergency phase is over.
- 2. Participates in the coordinated distribution of disaster relief supplies at point of service.
- 3. Supplements USDA food stocks per established agreements with private vendors.
- 4. Provides independent food preparation in accordance with ARC policies.

F. The Salvation Army

- 1. Assists in identifying and assessing requirements for food on a two-phase basis:
 - Critical emergency needs immediately after the disaster
 - Long-term sustained needs after the emergency phase is over.
- 2. Participates in the coordinated distribution of disaster relief supplies at point of service.
- 3. Supplements USDA food stocks per established agreements with local vendors,

4. Provides independent food preparation in accordance with Salvation Army policies.
- G. South Carolina Food Bank Association
1. Identifies, trains, and assigns personnel to maintain contact with and prepare to execute missions in support of ESF-11 during periods of activation.
 2. On order, requests Harvest Hope personnel staff ESF-11 in the SEOC.
 3. Participates in the coordinated distribution of food supplies at point of service.
 4. Coordinates the acquisition and distribution of non-USDA donated food supplies to affected households and/or VOAD organizations.

VI. FEDERAL ASSISTANCE

- A. This Annex is supported by the National Response Framework for ESF-11, (Agriculture and Natural Resources)
- B. Federal ESF-11 executes five primary functions.
1. Providing nutrition assistance.
 - a. Includes working with State agencies to determine nutrition assistance needs, obtain appropriate food supplies, arrange for delivery of the supplies, and authorize the Disaster Supplemental Nutrition Assistance Program (DSNAP).
 - b. The Department of Agriculture (USDA), Food and Nutrition Service (FNS) will coordinate these efforts.
 2. Responding to animal and plant diseases and pests.
 - a. Includes implementing an integrated Federal, State, tribal, and local response to an outbreak of a highly contagious or economically devastating animal/zoonotic disease, or an outbreak of a harmful or economically significant plant pest or disease.
 - b. ESF-11, in coordination with ESF-8 (Public Health and Medical Services), ensures animal/veterinary issues in natural disasters are supported.
 - c. USDA's Animal and Plant Health Inspection Service (APHIS) coordinates these efforts.

3. Ensuring the safety and security of the commercial food supply.
 - a. Includes the execution of routine food safety inspections and other services to ensure the safety of food products that enter commerce.
 - b. This includes the inspection and verification of food safety aspects of slaughter and processing plants, products in distribution and retail sites, and import facilities at ports of entry; laboratory analysis of food samples; control of products suspected to be adulterated; plant closures; food-borne disease surveillance; and field investigations.
 - c. USDA's Food Safety and Inspection Service (FSIS) coordinates these efforts.
4. Protecting Natural and Cultural resources and Historic properties (NCH) resources.
 - a. Includes appropriate response actions to preserve, conserve, rehabilitate, recover, and restore (NCH) resources.
 - b. This includes providing post-event baseline assessments of damages and providing technical assistance and resources for assessing impacts of response and recovery activities to NCH resources.
 - c. The Department of the Interior (DOI) coordinates these efforts.
5. Providing for the safety and well-being of household pets.
 - a. Supports the Department of Homeland Security (DHS)/Federal Emergency Management Agency (FEMA) together with ESF-6 (Mass Care), Emergency Assistance, Housing, and Human Services; ESF-8 (Public Health and Medical Services); ESF-9 (Search and Rescue); and ESF-14 (Long-Term Community Recovery) to ensure an integrated response that provides for the safety and well-being of household pets.
 - b. USDA/APHIS coordinates these efforts.
- C. Federal ESF-11 will have a representative in the Joint Field Office (JFO).
- D. Because there is no specific State ESF-17 (Animal Emergency Response) counterpart at the Federal level, State ESF-17, will assume the lead role regarding providing for the safety and well-being of household pets. State ESF-11 (Food Services) will support and coordinate with State ESF-17 as required.